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Strategic Framework for Peacebuilding in Guinea-Bissau
31 July 2008

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I. Background

1. In a letter dated 11 July 2007, the Government of Guinea-Bissau requested the Secretary-General to place the country on the agenda of the Peacebuilding Commission. The Secretary-General brought this letter to the attention of the Security Council on 26 July 2007.

2. On 11 December 2007, the President of the Security Council wrote to the Chairman of the Commission, requesting its advice on the situation in the country (see S/2007/744). The Commission's Organizational Committee, at its meeting on 19 December 2007, established a country-specific configuration on Guinea-Bissau under the leadership of Maria Luiza Ribeiro Viotti, Permanent Representative of Brazil to the United Nations.

3. The Commission subsequently invited the Government of Guinea-Bissau and its partners to develop an integrated peacebuilding strategy for Guinea-Bissau, in accordance with its mandate, particularly as defined in paragraph 2 (a) and (b) of General Assembly resolution A/60/180 and Security Council resolution 1645 (2005).

4. By the end of January 2008, the Chair of the country-specific configuration on Guinea-Bissau visited the country to establish contact with local authorities and get first-hand information on the challenges for peacebuilding. The Government, the United Nations country team and the Commission launched the process of developing the present Strategic Framework in March 2008, with the understanding that the framework would guide the engagement and dialogue between the Government of Guinea-Bissau, the Commission and other stakeholders in the pursuit of peace consolidation in Guinea-Bissau. In April 2008, a first allocation of resources from the Peacebuilding Fund (US$ 6 million) was announced by the Secretary-General to finance quick-win peacebuilding initiatives.

5. The Guinea-Bissau configuration of the Commission also contributed to the development of the present Strategic Framework by organizing a series of informal thematic meetings, the preparation of background documents and a detailed mapping of resources and gaps for peacebuilding in Guinea-Bissau (April 2008) and the visit of a delegation of the Commission to Guinea-Bissau in April 2008.

II. Principles for cooperation

6. The following are the principles for cooperation:

(a) National ownership. The importance of national ownership and of the primary responsibility of the Government and people of Guinea-Bissau for the consolidation of peace and the prosperous and democratic development of Guinea-Bissau;

(b) Partnership and mutual accountability. Sustainable peacebuilding requires a strong partnership on the basis of mutual respect and accountability between the Government and the people of Guinea-Bissau and their international partners;

(c) Inclusiveness. The various stakeholders in Guinea-Bissau, including civil society, women's organizations, the private sector, political parties, religious

organizations, as well as international, regional and subregional institutions and bilateral partners, must play a key role in peacebuilding;

(d) Sustained engagement. Peacebuilding is a long-term process requiring sustained and predictable engagement from all stakeholders;

(e) Coordination. The activities undertaken under the present Framework should build on recent peacebuilding undertakings and achievements, without duplicating existing commitments and strategies for peace consolidation.

III. Context

7. Since the 1998-1999 armed conflict, the political situation in Guinea-Bissau has been marked by rapid turnover of Governments, internal divisions within the political parties, and tensions between the military and civilian authorities. Frequent changes in the Government have undermined continuity in national policies and the establishment of strategic plans for the country's recovery and development. The country had long been considered an "aid orphan", deprived as it was of continuous external assistance. In recent years, some progress has been made towards restoring constitutional order and attaining political stability. However, State institutions still need to be strengthened to allow the Government to provide basic services to the population, foster economic growth and ensure peace and stability in the long term.

8. In March 2007, a 10-year National Political Stability Pact and a Parliamentary and Government Stability Agreement were signed by the three largest political parties: the African Party for the Independence of Cape Verde and Guinea-Bissau (PAIGC), the Social Renewal Party and the United Social Democratic Party. The Stability Pact brought about the formation, in April 2007, of a new broad-based Government led by Prime Minister Martinho Dafa Cabi of PAIGC, and ushered in an era of greater international confidence in the country.

9. The new Government has begun to implement important measures to address the economic crisis, improve public management and fight corruption. It has also been successful in engaging or re-engaging international partners. This includes the World Bank and the International Monetary Fund (IMF), building in particular on the success of the emergency fiscal plan since 2007. Satisfactory performance with IMF emergency post-conflict assistance could pave the way for debt relief under the Heavily Indebted Poor Countries (HIPC) Initiative and the Multilateral Debt Relief Initiative (MDRI).

10. The Government of Guinea-Bissau, with the support of its international partners, has developed a number of national strategies and plans for peace, stability and economic recovery, such as the country's Poverty Reduction Strategy and Security Sector Reform Plan. Furthermore, programmes led by bilateral and multilateral partners address most of the priority areas identified for the consolidation of peace. The main remaining challenge is to ensure adequate funding and coordination of peace consolidation efforts and set the basis for a long-term engagement with the country. The maintenance of the stability thus far achieved, in the light of the Political Stability Pact and the willingness of the Government to move forward in implementing necessary reforms, will be crucial in assuring continued support of the international community in a substantive and coordinated

manner. The continuous external support in turn will allow for further consolidation of political stability and provide a basis for long-lasting peace in the country.

11. The present Framework has been developed to ensure sustained attention of the international community in providing additional political, financial and technical support for peace consolidation efforts in Guinea-Bissau. It identifies specific actions that the Government of Guinea-Bissau, the Peacebuilding Commission, and other relevant stakeholders commit themselves to undertaking in order to address the challenges and threats most critical to sustaining and consolidating peace. It will guide the work of the Commission and the Government of Guinea-Bissau by highlighting key peacebuilding activities that must be undertaken in the short and the medium-to-long terms.

12. The Framework is a flexible document that can be modified jointly by the Government of Guinea-Bissau and the Commission in response to developments in the peace consolidation process in Guinea-Bissau, especially in the light of the preparation and follow-up to the legislative elections.

13. The implementation of the present Framework will be closely coordinated with the current and future activities undertaken through the Peacebuilding Fund, which will be considered in the review of progress and monitoring process. The Fund has already allocated US$ 6 million for short-term catalytic peacebuilding activities to (a) improve the security and defence sector; (b) improve the justice sector; (c) create conditions and an environment conducive for political stability and socio-economic development; and (d) improve democratic governance and participation. Four specific projects have been approved by the National Steering Committee for the rehabilitation of military barracks, the rehabilitation of the Bissau prison, youth employment and direct support of the November 2008 elections.

IV. Objectives, analysis of priorities, and challenges and risks for peacebuilding

A. Objectives

14. In keeping with the principle of national ownership, the Government of Guinea-Bissau has identified the following key priorities for the consolidation of peace in the country:

(a) Elections and institutional support to the Electoral Commission;

(b) Measures to jump-start the economy and rehabilitate the infrastructure, in particular in the energy sector;

(c) Security sector reform;

(d) Strengthening of the justice sector, consolidating the rule of law and fighting against drug trafficking;

(e) Public administration reform;

(f) Social issues critical to peacebuilding.

15. The challenges facing Guinea-Bissau are complex and cut across all sectors, requiring significant multidimensional efforts and coordination. Therefore, the

priorities in the present Framework are interconnected and the full implementation of one depends upon progress achieved in the fulfilment of the others. For example, political instability in Guinea-Bissau is ultimately related to fragile institutions, which are unable to ensure a functioning State and provide basic public services. The strengthening of State institutions requires a solid fiscal base that can only be achieved through a process of sustained economic growth. Economic recovery depends on the existence of a functioning infrastructure, which is also crucial for the operation of the State. Economic growth and the creation of employment opportunities will also impact positively in the reform of the security sector, especially with regard to its demobilization component.

16. A peacebuilding strategy for addressing the sectoral priorities identified above must take into account the need to improve coordination and coherence among the existing efforts of both national and international partners. In that context, in conceiving the implementation of programmes and projects, the extent to which interventions in one priority area have provided positive spillover effects in others should be borne in mind. The strategy will also require short-term and medium- to long-term actions. The consideration of short-term aspects must be harmonized with and fed into efforts aimed at achieving long-term stability, economic growth and development. Peacebuilding efforts must also include the provision of support to strengthen the absorption capacity of national institutions.

17. Gender and human rights concerns will be mainstreamed in the consideration of the priority areas and the implementation of the Framework as a cross-cutting priority. Such an approach will be based on principles enshrined in the Convention on the Elimination of All Forms of Discrimination against Women, the Optional Protocol on the Rights of Women of the African Charter for the Rights of the People, Security Council resolution 1325 (2000) and 1820 (2008) on women, peace and security, the Beijing Declaration and Platform for Action and relevant General Assembly resolutions. Women in Guinea-Bissau have made significant contributions towards peace. However, they continue to suffer from inequality in the working place and at home, and often live in precarious conditions. The specific needs of women must be addressed, not only with a view to improving their living and working conditions but also in order to benefit from their contribution as agents for peacebuilding.

B. Analysis of priorities, and challenges and risks for peacebuilding

1. Elections and institution-building for the National Electoral Commission

18. The 16 November 2008 legislative elections represent an important milestone for the country's continued stability and democracy. Preparations for the elections are under way. Additional efforts in the short term are required to finalize voter registration, promote civic education, ensure resource mobilization, address salary arrears of electoral staff, and ensure the accreditation of domestic and international observer missions. Measures must be taken to ensure that women, youth and marginalized communities are able to fully participate in the electoral process.

19. Securing adequate financial and technical assistance remains the primary challenge in preparation for the elections. While welcoming contributions by bilateral and multilateral partners, the Government recognizes that a substantial financial gap (US$ 5 million) remains to be covered in the total electoral budget

(US$ 9 million). Support is needed in terms of financial assistance, technical training and workshops for electoral staff, provision of electoral material and other logistics, and capacity-building for national media for electoral reporting. The Government's share of the elections costs amounts to US$ 4,320,000, which includes salaries for the upcoming election, administration and management costs and salary arrears from previous elections. The Government has indicated that it will not be able to cover those costs without external financial assistance.

20. Ensuring adherence to the Stability Pact by all political parties will remain a critical priority following legislative elections. In the short and medium terms, the support of the international community will be required for the conduct of subsequent elections — in particular the Presidential elections in 2010, the preparation of which should begin soon after the conclusion of the elections in November 2008.

2. Measures to jump-start the economy and rehabilitate infrastructure, in particular the energy sector

21. As acknowledged in the report of the Economic and Social Council Ad Hoc Advisory Group on Guinea-Bissau, peacebuilding is difficult without a firm economic foundation. The reactivation of the economy in Guinea-Bissau is indispensable for the creation of jobs, the generation of wealth and improvement in the living conditions of the population. Economic growth will also contribute to the generation of public revenues necessary for the Government to improve its budgetary situation and to ensure social stability.

22. The reactivation of the Bissau-Guinean economy requires concerted and targeted actions to diversify its production. A comprehensive strategy could begin by providing, in the short term, incentives for adding value to the country's main product, cashew nuts, which is currently exported in bulk at low prices. In the medium-to-long term, the country could benefit from expanding its range of agricultural exports, including rice, and from developing its industry of fisheries and tourism. A revitalized economy could also contribute to the ongoing efforts to fight drug trafficking and ensure sustainability of disarmament, demobilization and reintegration and security sector reform efforts.

23. The diversification of the economy, however, depends upon the rehabilitation of the country's infrastructure, in particular in the sectors of energy, water, communications and transport. Sustained economic growth also requires a sound financial and banking system. In the medium-to-long term, measures to improve the management of public finance to foster microcredit schemes and facilitate the inflow and the productive use of remittances could also be instrumental in triggering new economic activities. Policies and programmes developed in the area of economic development will have to take into account the empowerment of women through better access to credit schemes and training, such as in business management and the use of new technologies, which would allow them to develop their own economic activities.

24. Such initiatives, combined with the revision of current legal frameworks and measures to lessen bureaucracy, would create an enabling condition for the private sector and provide an important impetus to the creation of new sources of growth and employment opportunities. Creating job opportunities for youth could also be an effective way to prevent young people from engaging in drug trafficking.

25. Given Guinea-Bissau's limited financial and human resources, the implementation of national policies and reforms requires the continuous support of the international community. As of today, only 43 per cent of resources necessary for the implementation of the Poverty Reduction Strategy have been secured. Whereas pledges for budget support have largely been respected, assistance for development programmes and projects, for the most part, has not yet materialized.

26. Given the specific needs of Guinea-Bissau as a fragile and highly indebted country emerging from conflict, creativity and flexibility must be applied to allow the country to take full advantage of the HIPC Initiative, including the cancellation of its multilateral debt in the framework of MDRI.

27. The energy crisis in Guinea-Bissau has been hindering not only economic growth but also the provision of water and sanitation, as well as appropriate education and health services. The supply of electricity is only a fraction (about 10 per cent) of the total demand in the city of Bissau. In the interior of the country, there is virtually no electricity. Since 90 per cent of energy is produced through burning wood and charcoal, an efficient energy policy should take into account adequate forest protection and management. The main challenge for the implementation of existing strategies to overcome the energy crisis, such as the Energy Master Plan (to be finalized by 2009), is lack of adequate funding, technical and management capacity. In 2007, the Government approved legislation aimed at liberalizing the energy sector, although a regulatory framework has yet to be put in place to cater for the implementation of the law. The World Bank Group, through the International Development Association, is working with the Government of Guinea-Bissau to help (US$ 15 million) resolve the problem of energy supply for the capital, Bissau, through the provision of leased generators as a short-term measure, including technical assistance to strengthen the management capacity (commercial side) of the country's Electricity and Water Company, rehabilitation of a part of the distribution system, measures to increase the power production capacity, and installation of 15,000 pre-payment meters. The European Community has pledged 23 million euros for the rehabilitation of the energy sector, in particular for the rehabilitation and reinforcement of the electric distribution network of the capital Bissau, including 8 million euros for the Government's contribution to the regional Gambia River Basin Development Organization hydroelectric project, and an additional 3 million euros for the construction of water points in rural areas equipped with solar systems. For long-term development, it will be crucial to rapidly fill the gap of funding for this hydroelectric project, which was conceived with the support of international partners, and to explore and develop sources for alternative energy provision in rural areas.

3. Security sector reform

28. The reform of the security sector is widely recognized as vital for the political stability, security and economic recovery of the country. The reform of this sector must be closely linked with other efforts to strengthen the rule of law, in particular justice sector reform and counter-narcotics efforts.

29. The Guinea-Bissau armed forces are characterized by an excessive number of military personnel disproportionately distributed in an inverted pyramid among officers, sergeants and lower ranks; an inadequate recruitment system; lack of

training structures; precarious living conditions; a deficient legal framework; weak civilian oversight mechanisms; and overlapping prerogatives and mandates.

30. The reduction in the size of the armed forces may need to draw upon the lessons learned from previous failed disarmament, demobilization and reintegration programmes. Due to the close links that defence and security forces have with the national liberation struggle, security sector reform must take into account, and address in a definitive manner, the dilemma posed by the extant veterans of the liberation struggle. A functioning pension scheme would need to be developed before a serious retirement programme can be implemented.

31. The Government of Guinea-Bissau, with the support of international partners, has developed the Security Sector Reform Plan 2007-2010. The Plan envisages a reduction in the size of the armed forces and the setting up of a National Guard and new police and security forces. The Plan has the support of the armed forces and the international community.

32. Although some necessary conditions have been created for the implementation of the Security Sector Reform Plan, resource mobilization remains a critical challenge. The Plan amounts to US$ 183.3 million, with US$ 62.3 million received in pledges. Successful implementation of the Plan will require adequate material and financial support; continuing commitment of national and international partners; the strengthening of national capacities to ensure national ownership; and the Government's continuous political will to undertake the necessary reforms.

33. Reintegration efforts must take into account the need for adequate resources and be carried out in a holistic manner, with due attention to socio-economic needs of former security personnel. A higher number of women would contribute towards more balanced and representative defence and security forces.

34. A number of factors could hinder the implementation of the Plan, in particular political instability; lack of financial and material resources; inability to create social, material and financial conditions for disarmament, demobilization and reintegration, a failure to provide for pension payments, poverty and overall deterioration in living conditions of the security forces, and the proliferation of small arms and organized crime.

35. In the short-to-medium term and in the context of the present Framework, priority will be given to the articulation and harmonization of a national legal framework for the defence and security sector, as well as an improvement in the management of human resources, taking into account the need for gender, ethnic and regional balance in the composition of the forces and more transparent recruitment methods and practices. The revision in the legal frameworks is also necessary as a means of clearly defining the prerogatives and mandates of the various defence and security forces. The defence and security forces need to effectively collaborate to fight drug trafficking in a comprehensive way.

4. Strengthening of the justice sector, consolidating the rule of law and fighting against drug trafficking

36. The justice sector continues to face many challenges and requires comprehensive reforms to ensure that the State can fulfil its task of establishing an adequate and efficient judicial system equipped to provide service to the population. The judicial system requires a reinforcement of institutional capacity that will

guarantee a proper administration of justice and a consolidation of the rule of law. Additional efforts need to be undertaken to develop and prepare national legislation, in accordance with the constitutional process; and to improve the access of the population to justice and the rule of law. Constitutional and administrative tribunals need to be established within the framework of reform of the judicial administrative structure.

37. Women have unequal access to justice, particularly for cases of gender-based violence. An integrated approach is needed for the protection of women and children's human rights, through the creation of specific mechanisms in the relevant institutions responsible or through legislation. This may include special support and protection services for victims, training and sensitization of staff in the justice and security systems, and the formulation of laws and policies promoting effective protection.

38. Immediate priorities in the justice sector are related to the need to provide an adequate number of trained personnel and other human resources; logistical necessities and adequate working conditions (vehicles, computers, telephones, fax machines etc.), and premises suitable for conducting duties and delivering services. This is necessary to maintain stability and strengthen trust and confidence in the administration of justice.

39. In the medium-to-long term, priorities are related to the need to strengthen the overall capacity of the justice sector, including through the revision of legal frameworks, such as the Code of Criminal Procedure and the Code of Judicial Costs, ensuring their harmonization with international legal and human rights instruments. Measures should be taken to ensure that treaties to which Guinea-Bissau is a signatory party, such as the OHADA Treaty, are integrated into national legislation and implemented.

40. Some programmes are under way to address the challenges of the justice sector. For example, the Peacebuilding Fund has provided support for the rehabilitation of selected prisons in Bissau, Mansoa and Bafatá, and for the provision of surveillance and other prison management equipment to the Judiciary Police, within the framework of the Government's Antinarcotics Operational Plan.

41. Guinea-Bissau's severe law enforcement constraints should be addressed as part of the efforts to combat transnational organized crime, including drug trafficking, human trafficking and illegal migration, terrorism, and trafficking in small arms and light weapons. The political, socio-economic and security impacts of drug trafficking in Guinea-Bissau are considerable. With more than 400 kilometres of coastline and more than 90 mostly uninhabited islands, Guinea-Bissau lacks proper maritime, land and airspace control and surveillance. Despite their limited capacities, law enforcement institutions in the justice sector are trying to engage in the fight against general criminality and organized crime, including drug trafficking. Even a modest increase in their capacity could significantly improve the effectiveness of such efforts.

42. Recognizing the threat posed by drug trafficking to peace and stability, in July 2007 the Government of Guinea-Bissau adopted the Emergency Plan to Combat Drug Trafficking and Organized Crime and ratified the United Nations Convention against Transnational Organized Crime and the United Nations Convention against Corruption. The United Nations Office on Drugs and Crime (UNODC) is currently

assisting Guinea-Bissau in the process of ratifying other relevant international treaties in this area. The Government's three-phase Antinarcotics Operational Plan 2007-2010, drafted with the assistance of UNODC, is budgeted at US$ 19.1 million. The Plan was presented to the international community in December 2007 at the Lisbon International Conference on Drug Trafficking in Guinea-Bissau, where US$ 6.7 million was pledged towards its implementation.

5. Public administration reform and modernization

43. Public administrative reform is part of the Poverty Reduction Strategy and is seen by the Government as essential to improving the management of public administration and funds and improving domestic revenue collection capacity. Key components of administrative reform of the Government include measures to (a) reinforce its capacities and to make it more efficient and accountable; (b) improve public finance management; and (c) create the conditions to implement public policies. Despite a clear commitment to improve budgetary balance, the Government has not been in a position to reverse its dire budgetary situation. Budget support has been crucial for the Government's ability to pay its wage bill and past arrears. The country is heavily indebted, with a public external debt estimated at over US$ 1.1 billion (or three times the country's 2006 gross domestic product (GDP)), and has yet to benefit from full debt relief. Guinea-Bissau will therefore require continued access to grants and concessional aid flows in the medium term. The necessary increase in external aid should be accompanied by technical assistance to improve institutional performance and thus enhance absorption capacity.

44. The excessive politization of public administration and uneven distribution of civil servants — mostly concentrated in the capital Bissau — constitutes a heavy financial burden on the State. The public sector also suffers from an absence of career plans and capacity-building programmes. Measures that could contribute to a better management of human resources and capacity-building of the public administration include (a) the implementation of a retirement and pension system for workers; (b) the creation of an electronic system for management of workers and their salaries; (c) the elaboration and implementation of a career management plan; and (d) a national capacity-building development plan.

45. Policies, legislation and mechanisms to support and protect women are needed to facilitate the increase in the participation and advancement of women in public administration at decision-making levels.

46. In the short term, a number of measures can be taken to support the Government in pursuing reforms in such areas as the creation of a computerized system for the management of workers and their salaries, and capacity-building through the creation or rehabilitation of training centres or schools in public administration disciplines.

47. In the medium-to-long term, the Government will need assistance in its initiatives to redefine the functions of the State's administrative apparatus; improve accountability and transparency; and enhance its human resource management and public administration capacity.

6. Social questions critical for peacebuilding

48. Addressing the mounting social challenges in the country would greatly contribute to the stabilization and consolidation of peace in the long term. The current crisis in the education and health sectors reflects potential sources of social unrest that could undermine political stability. The current fragile budgetary situation severely affects the capacity of the Government to provide social services and address health epidemics, such as cholera.

49. Through targeted reforms outlined in the Poverty Reduction Strategy, the Government has given priority to interventions which favour social sector development in the areas of (a) education, (b) health, (c) youth employment and training, and (d) support to the vulnerable groups, including through microfinance and other inclusive financial sector mechanisms. Additional efforts are needed to mobilize sufficient resources for the implementation of the Strategy.

C. Regional and subregional dimensions of peacebuilding in Guinea-Bissau

50. Efforts to consolidate peace in Guinea-Bissau must take due account of the initiatives of existing subregional organizations, such as the Economic Community of West African States (ECOWAS), and enhance cooperation within the African Union. Weak border regulation and cross-border conflict encourages cross-border crime, including illicit trafficking in small arms and light weapons, illicit drug trafficking, human trafficking, illegal migration and insurgency activity. Such activities often involve the recruitment of the region's numerous unemployed and frustrated youth populations, including youth from Guinea-Bissau. An ECOWAS ministerial conference is to be held in Cape Verde in October 2008, with the support of UNODC, to discuss and respond to this issue.

V. Mutual commitments

51. The Government of Guinea-Bissau and the Peacebuilding Commission reaffirm their mutual engagement to strengthening the partnership and enhancing cooperation and coordination efforts in favour of peace consolidation in Guinea-Bissau, including through the development of an integrated subregional approach that involves cross-border cooperation among all regional partners and relevant stakeholders. The Government and the Commission will reassess and refine their commitments in the context of semi-annual review meetings, in light of the evolving nature of the present strategic framework and the emerging peacebuilding challenges in the country.

A. Government of Guinea-Bissau

52. The Government of Guinea-Bissau will strengthen the coordination of its actions based on the implementation of the development policies and strategies defined in the Poverty Reduction Strategy, the Security Sector Reform Plan, the Antinarcotics Operational Plan and other national action plans, taking into account respect for human rights, strengthening of the rule of law and the adoption of an

integrated approach to gender in all phases of the peace process, including in the implementation and evaluation of the present strategic framework. In this connection, the Government will fulfil the following commitments:

Elections and institution-building for the electoral commission

(a) Strengthen the capacity of institutions responsible for the management of the electoral process (National Electoral Commission; Technical Office for Electoral Support; Ministry of Foreign Affairs; Ministry of Finance, among others), including in the preparation of an updated voter registry and in the carrying out of urgent and vital activities required to secure an adequate, efficient and peaceful electoral process in 2008, including sensitization and awareness campaigns;

(b) Establish solid foundations for the long-term development of capacities related to the 2008-2010 electoral cycle, including Presidential and local elections;

(c) Strengthen the ability for women and members of marginalized groups to play a meaningful role in the political processes of the country, both as voters and as candidates;

Measures to jump-start the economy and rehabilitate the infrastructure, in particular in the energy sector

(d) Promote initiatives to diversify the economy, including in the field of agriculture, the processing of raw material, fisheries and tourism;

(e) Ensure a more transparent and effective management of the electricity supply with a view to achieving equitable distribution of the country's limited electricity production;

(f) Pursue measures aimed at the reactivation of the economy, taking into account the Poverty Reduction Strategy, in particular in expanding fiscal revenues, adding value to products and exports, creating employment opportunities and stimulating private-sector economic activity with a view to delivering immediate peace dividends;

Security sector reform

(g) Maintain the political will to undertake the necessary reforms in the security and defence forces, as outlined in the national Security Sector Reform Plan, with the support of international partners, including through the resizing of personnel and the definition of clear prerogatives and mandates;

(h) Ensure that appropriate training is given to the streamlined security forces, including through the rebuilding of a national military and police academy;

(i) Maintain follow-up action with respect to the implementation of disarmament, demobilization and reintegration pertaining to the military, veterans of the national liberation struggle and security forces;

(j) Mobilize all efforts aimed at the collection of small arms and light weapons and promote mine action and the destruction of unexploded remnants of war as measures aimed at restoring security and stability among the national population;

Strengthening the justice sector, consolidating the rule of law and fighting against drug trafficking

(k) Strengthen the existing judicial mechanisms and institutions, including through the establishment of functioning regional tribunals and detention facilities, in particular in order to build judicial capacity, including the provision of basic legal services throughout the country;

(l) Streamline the country's numerous security forces, and ensure a clear differentiation of their mandates and reporting lines with a view to normalizing relations between relevant line ministries;

(m) Ensure the full implementation of the Antinarcotics Operational Plan 2007-2010;

Public administration reform

(n) Create and put into operation a computerized system of public administrative management, including a control of salary payments;

(o) Conduct a census of all State personnel and identify the appropriate number of public servants needed to satisfactorily deliver services to the population, with due respect for the financial capacities of the State;

(p) Establish a system of pensions for retired public servants:

(q) Prepare and carry out a development plan for the capacity-building of human resources, including the rehabilitation of the installations of the Centre for Administrative Training and the establishment of a National School of Administration and Magistrature;

Social aspects critical to peacebuilding

(r) Take measures to facilitate the access of vulnerable social groups to health and education facilities by rebuilding the infrastructure in these sectors, and improve the functioning of the sanitation system with a view to mitigating the risk of social unrest and relapse into conflict;

(s) Support the work of such organizations as the National Institute for Women and Children;

(t) Promote a policy of insertion of youth in employment opportunity initiatives, professional training and support for employment generation, in rural and urban areas, including by developing the capacity of the National Youth Institute to improve management and follow-up concerning professional and vocational training and employment for youth.

B. Peacebuilding Commission

53. Recognizing the primary responsibility of the people and Government of Guinea-Bissau for peacebuilding and development in their country, the Peacebuilding Commission, in accordance with its mandate as defined in General Assembly resolution 60/180 and Security Council resolution 1645 (2005) and the discussions in the Guinea-Bissau Configuration, will:

(a) Maintain its engagement with Guinea-Bissau for a period of three years and jointly review continued engagement after 2011;

(b) Support the implementation of the present Framework within the context of the governing bodies of international institutions;

(c) Advocate for a sustained relationship and an enhanced dialogue between the Government of Guinea-Bissau, its international partners, and civil society, including through efforts to increase the number of international partners supporting peacebuilding efforts in Guinea-Bissau;

(d) Enhance coordination of the United Nations and other actors on peacebuilding issues consistent with the present Framework and advocate for a strengthened and integrated United Nations presence in Guinea-Bissau;

(e) Galvanize attention and advocate for sustained levels of financial resources and technical assistance to support the implementation of the present Framework;

(f) Integrate a subregional dimension in its engagement with Guinea-Bissau, notably through enhanced partnerships with the countries in the subregion and support for cross-border and regional initiatives aimed at peace consolidation.

54. The Peacebuilding Commission reaffirms its engagement to support the Government in implementing actions in the following priority areas, and to that end will:

Elections

(a) Support Guinea-Bissau in its efforts to strengthen democratic governance, including through the holding of peaceful, credible and transparent legislative elections in 2008 and Presidential elections in 2010;

(b) Advocate for additional funds to close the outstanding gap in the electoral budget with a view to ensuring that elections are held without delay on 16 November 2008;

(c) Galvanize and coordinate financial and technical support in order to assist the Government in voter registration, civic education campaigns and training of electoral staff;

(d) Encourage the Government and all political parties to continue to adhere to the Stability Pact in the lead-up to, and following, the elections;

Measures to jump-start the economy and rehabilitate infrastructure, in particular in the energy sector

(e) Identify critical infrastructure gaps that threaten stability, in particular in the sector of energy, and mobilize resources to overcome them;

(f) Encourage cross-cutting action by the private sector, the Government, and development partners, to deliver an immediate peace dividend through strengthening private-sector economic activity;

(g) Build on existing strategies for the reconstruction of infrastructure and revitalization of the economy to take account of conflict factors that need to be addressed to prevent relapse into conflict;

(h) Encourage and support the Government in its pursuit of measures aimed at the reactivation of the economy, within the framework of the Poverty Reduction Strategy, in particular in expanding fiscal revenues, adding value to products and exports and creating employment opportunities;

Security sector reform

(i) Support Guinea-Bissau's road map for security sector reform as contained in key national documents, such as the Government's Security Sector Reform Plan by advocating for additional and diversified support from the international community;

(j) Encourage national and international partners to support the focus on pursuing a holistic approach to security sector reform, with clear linkages to justice sector reform, democratic governance, economic recovery issues and the fight against drug trafficking;

(k) Support the efforts of the Government and its partners to ensure a successful disarmament, demobilization and reintegration process for surplus security sector personnel and former combatants;

(l) Support the Government, within the framework of its Security Sector Reform Plan, to resize security and defence forces according to the needs of the country, and execute a timely disarmament, demobilization and reintegration process, while providing the means to modernize and improve living and working conditions for military personnel;

Strengthening of the justice sector, consolidating the rule of law and fighting against drug trafficking

(m) Support the efforts of the Government of Guinea-Bissau, including through resource mobilization, to build judicial capacity, including the provision of basic legal services throughout the country;

(n) Support the Government and civil society in addressing critical challenges for the consolidation of democratic governance and the rule of law, in particular the fight against impunity and corruption;

(o) Identify gaps in funding and mobilize resources for implementing Guinea-Bissau's road map to combat drug trafficking, as contained in the 2007-2010 Government Antinarcotics Plan;

(p) Advocate for regional approaches to combating drug trafficking, including international support for UNODC and ECOWAS regional programmes;

(q) Support capacity-building efforts in the law enforcement and criminal justice sectors, in particular to strengthen legal frameworks to combat drug trafficking and organized crime, as well as general criminality;

Reform of public administration

(r) Encourage and support the Government in the area of public administration reform within the framework of the Poverty Reduction Strategy, including re-sizing the civil service, improvement of human resource management, and reorganization of the State's administrative machinery and its accountability;

(s) Advocate for, and support, resource mobilization efforts aimed at formulating integrated strategies for public administration reform;

Addressing social questions critical for peacebuilding

(t) Address critical shortcomings in the delivery of basic social services, which constitute an immediate threat to stability, and mobilize resources to address those gaps;

(u) Support the efforts of the Government to create opportunities for youth employment and empowerment, in particular by building the capacities of the National Youth Institute.

C. International partners

1. The United Nations system

55. In accordance with the mandates, workplans, functions, competencies and activities of its various agencies and mission in the country, the United Nations system in Guinea-Bissau is encouraged to:

(a) Support the implementation of the present Strategic Framework and the engagement of the Peacebuilding Commission;

(b) Bear in mind the priorities outlined in the present Strategic Framework in reviewing or enhancing the interconnectivity of activities, programmes and action plans, including the United Nations Development Assistance Framework and related working documents;

(c) Enhance coordination among the various partners within the United Nations system, in consonance with coordination mechanisms within the wider framework of international partners, with a view to enhancing complementarities and avoiding duplication and wastage of partner efforts;

(d) Develop and implement a peace consolidation-sensitive approach to the design of activities and implementation of programmes within the system;

(e) Combine the efforts of the United Nations system in Guinea-Bissau with initiatives and programmes promoting subregional cooperation and development.

2. International financial institutions, bilateral and multilateral donors, and regional and subregional organizations

56. Within the framework of ongoing and planned cooperation activities and programmes and taking into account the commitments related to the United Nations Millennium Declaration, the work done by the Economic and Social Council Ad Hoc Advisory Group on Guinea-Bissau and, as appropriate, the Paris Declaration on Aid Effectiveness, bilateral, regional and multilateral partners are encouraged to:

(a) Support the efforts of the Government of Guinea-Bissau, the engagement of the Peacebuilding Commission and the efforts of other international partners aimed at a successful implementation of the present Framework;

(b) Take account of the priorities and strategies outlined in the present Framework in the preparation, implementation and follow-up of their various programmes of cooperation assistance and activities; including by providing

additional flexibility in multilateral initiatives so as to free resources more rapidly, taking into account the situation of Guinea-Bissau as a fragile post-conflict country;

(c) Continue to provide technical, material and financial support to the Government of Guinea-Bissau in its efforts to implement ongoing national programmes, including the Poverty Reduction Strategy, the Security Sector Reform Plan and the Antinarcotics Operational Plan;

(d) Coordinate their assistance and efforts with those of other international partners and the Government with a view to achieving complementarities and avoiding duplication of efforts;

(e) Join with the Peacebuilding Commission in efforts to serve as an additional advocacy platform for the formulation of strategies and the mobilization of further resources for Guinea-Bissau;

(f) Combine their efforts with the initiatives and programmes of national and other international partners, such as the International Contact Group on Guinea-Bissau, aimed at promoting subregional cooperation and development;

(g) Develop and implement an approach to the design of activities and the implementation of programmes of cooperation that is sensitive to peace consolidation;

(h) Assist, through technical assistance and policy advice, the Government of Guinea-Bissau in its efforts to reach completion point in the HIPC Initiative as early as possible with a view to granting the country full debt relief.

D. Other stakeholders: civil society, including religious communities, and the private sector

57. The Government of Guinea-Bissau and the Peacebuilding Commission encourage other stakeholders to contribute to the implementation of the Strategic Framework, as set out below.

1. Civil society, including traditional and religious authorities and communities

58. In the light of their mandates, objectives and missions, the various components of civil society are encouraged to:

(a) Adopt and integrate the peacebuilding priorities and challenges set out in the present Strategic Framework into their activities and programmes;

(b) Assist in the promotion of democratic governance and participation at the grass-roots level through advocacy efforts and involvement of the national population;

(c) Engage in constructive dialogue with all national actors, including political actors, and implement awareness-raising programmes and educational campaigns aimed at enhancing political dialogue, democratic participation and the promotion of peacebuilding and the cultural values vital for national reconciliation;

(d) Contribute to the promotion of initiatives aimed at ensuring productive employment and decent work in rural and urban areas within national frameworks such as Poverty Reduction Strategy;

(e) Support ongoing efforts by Government and international partners aimed at a successful implementation of the Government Security Sector Reform Programme through grass-roots advocacy and mobilization of interest and engagement of the national population, including in the reintegration of demobilized personnel;

(f) Develop mechanisms to allow equal access to justice for all citizens, including through coordinated legal assistance and support to initiatives promoting legal literacy among the general population;

(g) Undertake efforts aimed at raising awareness and confidence of the national population on issues of the rule of law and justice, including traditional justice and due legal process;

(h) Assist in awareness-raising on issues of roles and responsibilities of both the State and the private sector in public administration reform;

(i) Collaborate with national efforts aimed at strengthening of mechanisms and initiatives to enable access of the population to equal opportunities within the public and private sector;

(j) Educate and engage the national population at grass-roots level on roles and responsibilities in national efforts to facilitate access to public social services in health and sanitation, education and literacy and employment for vulnerable social groups.

2. Women's organizations

59. Women's organizations are encouraged to integrate a gender perspective into peace consolidation efforts, as identified by such initiatives as the recent regional and national consultations on gender, and to:

(a) Engage in dialogue with national political actors and other stakeholders on the integration of a gender perspective into Government policy and programmes of democratic governance and participation;

(b) Undertake efforts at the local and national levels to facilitate the social integration aspects of public administration;

(c) Promote policies aimed at absorbing personnel, particularly women, into other productive sectors of the national economy, including the private sector;

(d) Encourage and support the active involvement of women in both the formal and informal sectors of the national economy, including agricultural and entrepreneurial activity;

(e) Promote awareness-raising and participation of women's groups in local and national efforts to implement the Government's Security Sector Reform Plan, including the reintegration of demobilized personnel;

(f) Encourage the active involvement of women's groups in initiatives to promote national reconciliation and platforms for social integration;

(g) Strengthen mechanisms for advocacy for victims of, and prevention of, gender-based violence, including the creation of a court of justice for women;

(h) Support initiatives for local and national participation by women and women's groups in the administration of justice, including traditional justice;

(i) Strengthen efforts aimed at ensuring equal access to social groups, including by women, to education and literacy programmes, to health and sanitation, to employment opportunities and to general social integration.

3. The private sector

60. Recognizing the important role that private sector enterprise and activity can play in reinvigorating the economy, the private sector is encouraged to:

(a) Strengthen dialogue between the Government and the private sector in order to increase its value-added contribution in the improvement of macroeconomic indicators;

(b) Create a bridge between public administration reform and private sector growth by supporting Government administrative reform initiatives, through investment in capital and human resources and employment generation opportunities;

(c) Combine existing sectoral efforts with existing national economic recovery programmes (e.g., Poverty Reduction Strategy), to increase the contribution of both public and private sector initiatives aimed at increasing national economic productivity as a measure to alleviate poverty.

VI. Review of progress and monitoring

61. In order to review progress on the implementation of the present Strategic Framework as it evolves, the Government of Guinea-Bissau and the Peacebuilding Commission, working closely with all relevant stakeholders, including civil society, will establish a tracking and monitoring mechanism. To ensure consistency and pooling of resources, such a mechanism will be based on the monitoring mechanisms and timelines established for the Poverty Reduction Strategy Paper and other national frameworks in order to reduce the administrative burden on the Government of Guinea-Bissau. In addition, the Peacebuilding Commission and partners in Guinea-Bissau will review progress towards addressing the peacebuilding priorities and commitments identified in the present Strategic Framework through a matrix of peacebuilding-specific indicators and benchmarks.

62. The priorities of this strategic framework have been classified into two categories: short term and medium-to-long term. The initial focus of the strategic framework will be to monitor progress in the implementation of the short-term priorities in the next two years. It is envisaged that within two years, a new set of indicators will be developed for the medium-to-long term.

63. The Government of Guinea-Bissau and the Peacebuilding Commission, through semi-annual country-specific meetings and regular consultations with all relevant stakeholders, will review progress on the implementation of the commitments of the present Framework, particularly with regard to the mobilization of adequate levels of assistance for fulfilling current gaps in peacebuilding priorities. In this process, the Government and the Peacebuilding Commission may wish to reassess and refine their commitments, in the light of the evolving nature of

the present Strategic Framework and the identification of emerging issues critical for peacebuilding. Taking into account the date for the legislative elections, the first semi-annual review on the implementation of the Framework will take place in February 2009.

64. The semi-annual review meetings will have the following objectives: (a) to review progress in achieving the objectives and commitments of the Framework and the overall engagement of the Peacebuilding Commission with Guinea-Bissau; (b) to focus the attention of the international community on key peacebuilding gaps requiring additional action; (c) to assess whether the Government of Guinea-Bissau, the Peacebuilding Commission and all other relevant stakeholders are honouring their commitments under the present Framework; (d) to draw lessons and establish good practices; and (e) to update the present Framework and identify emerging issues that are critical for peacebuilding, as appropriate. The meetings will result in advice and recommendations on how relevant stakeholders might achieve their commitments contained in the present Framework.

65. The semi-annual review process will in part be based on a progress report developed by the Government of Guinea-Bissau, in consultation with all relevant stakeholders and with the support of the United Nations. Such a report would include several key elements, such as (a) a trend analysis describing important developments under each peacebuilding priority issue and cross-cutting area; (b) review of progress in the implementation of mutual commitments; and (c) recommendations for follow-up actions.

66. Informal civil society briefings, with the participation of both international and local civil society organizations, will precede the formal biannual review meetings. Civil society groups will play an important role in raising awareness about the partnership of the Government of Guinea-Bissau and the Peacebuilding Commission, and will contribute to the review and monitoring of the present Framework.